

Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 ACDA-12 AGRE-00 AID-05 CEA-01
CEQ-01 CG-00 CIAE-00 COME-00 DLOS-09 DODE-00
DOTE-00 EB-08 EPA-01 SOE-02 DOE-11 FMC-01 TRSE-00
H-01 INR-07 INT-05 IO-13 JUSE-00 L-03 NSAE-00
NSC-05 NSF-01 OES-07 OMB-01 PA-01 PM-05 PRS-01
SP-02 SS-15 SSO-00 USIE-00 INRE-00 /131 W
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O R 271545Z JAN 78

FM AMEMBASSY OSLO

TO SECSTATE WASHDC IMMEDIATE 5161

INFO AMEMBASSY BONN

AMEMBASSY LONDON

AMEMBASSY MOSCOW

USMISSION USNATO BRUSSELS

UNMNR SHAPE

C O N F I D E N T I A L SECTION 1 OF 2 OSLO 0490

FOR EUR -DICK VINE

E.O. 11652: GDS

TAGS: EFIS, PBOR, UR, NO

SUBJ: EVENSEN VISIT TO WASHINGTON

REF: OSLO 0362

1. AS REPORTED REFTEL, NORWEGIAN LOS MINISTER JENS EVENSEN HOPES
TO MEET WITH U.S. OFFICIALS
IN CONJUNCTION WITH HIS FORTHCOMING SWING THROUGH EUROPEAN CAPITALS
AND TO NEW YORK ON LOS MATTERS. EVENSEN HAS NOW INFORMED
THE AMBASSADOR THAT GIVEN HIS VERY TIGHT SCHEDULE LEADING UP TO
TALKS WITH THE SOVIET UNION IN MARCH HE WOULD BE GRATEFUL IF THE
U.S. COULD AGREE TO SCHEDULING THE WASHINGTON TALKS FOR FEBRUARY 17.

2. IN DISCUSSING THE AGENDA, EVENSEN SUGGESTED A) THE CONTENTS
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AND IMPLICATIONS OF THE SVALBARD FISHERIES PROTECTION ZONE INCLUDING
THE NORWEGIAN PLAN FOR SPECIFIC REGULATORY STEPS; AND B) EVENSEN'S
VIEWS ON HIS MARCH TALKS IN MOSCOW. EXPANDING ON THIS
LATTER POINT, EVENSEN SAID HE WOULD LIKE TO EXPLAIN HIS VIEWS
WITH RESPECT TO QUOTE INTERESTING ASPECTS OF DELIMITATION
WITH THE INTERPLAY OF FISHING AND STRATEGIC INTERESTS. UNQUOTE

3. WE UNDERSTAND FROM EVENSEN -- AND OTHER GON CONTACTS -- THAT EVENSEN'S MOSCOW TALKS WILL USE AS THEIR STARTING POINT THE PRESUMED IMPORTANCE TO BOTH PARTIES OF ESTABLISHING A REGIME TO PROTECT BREEDING GROUNDS (MAINLY WEST OF SVALBARD) AND FISHING FOR IMMATURE COD (IN SUBSTANTIAL PART DONE EAST OF SVALBARD). THE NORWEGIANS HOPE THE SOVIETS WILL DISCUSS TECHNICAL ASPECTS OF HOW SUCH A REGIME COULD BE ESTABLISHED. WE UNDERSTAND THAT EVENSEN WILL ASK FOR SOVIET RECOGNITION OF NORWAY'S PROPOSED SVALBARD FISHERIES PROTECTION ZONE, AND IF, AS EXPECTED, THE SOVIETS REFUSE, HE WILL THEN PROPOSE THAT A) 20-MILE ZONE TO WEST OF SVALBARD AND A 20-MILE ZONE AROUND BEAR ISLAND BE MUTUALLY AGREED AS CLOSED TO ALL FISHING AND B) NEAFC REGULATIONS CONCERNING NET SIZES, TRAWLER OPERATIONS PROTECTION IMMATURE STOCKS BE APPLIED BY MUTUAL CONSENT TO FISHING EAST OF SVALBARD. EVENSEN TELLS THAT HE EXPECTS NO FORMAL AGREEMENT IN MARCH, ONLY A TEMPORARY ARRANGEMENT ON REGULATORY MEASURES.

4. THE NORWEGIANS AND SOVIETS ENTER THE MARCH TALKS WITH A DISEQUILIBRIUM BETWEEN THE RELATIVE WEIGHT EACH SIDE ATTACHES TO THE PRESERVATION OF FISH. THE NORWEGIANS WILL TALK AGAINST THE BACKGROUND OF IMPORTANT, THOUGH WE THINK NOT INSURMOUNTABLE, DOMESTIC POLITICAL PRESSURE FROM THEIR FISHERMEN TO COME TO AN EARLY AGREEMENT (I.E. BEFORE THE APRIL SEASON BEGINS). EVENSEN IS PARTICULARLY SUSCEPTIBLE TO THIS PRESSURE SINCE HE HAS BUILT HIS MEAGER DOMESTIC POWER BASE ALMOST ENTIRELY CONFIDENTIAL

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ON THE SUPPORT OF THE FISHING COMMUNITY.

5. WE WOULD SUSPECT THAT THE SOVIETS ON THE OTHER HAND WILL GIVE MORE WEIGHT TO THEIR POLITICAL, STRATEGIC AND LEGAL CONCERNS IN THE AREA. AND WHILE THEIR FISHERIES INTERESTS MAY ARGUE FOR AN EARLY PROTECTIVE REGIME IN THE AREA, WE DOUBT THAT THESE TIME PRESSURES WILL OVERCOME LONGER-TERM SOVIET STRATEGIC AND POLITICAL GOALS. IT IS THUS CLEAR THAT THE NORWEGIANS ENTER THE MARCH TALKS AT A DISADVANTAGE.

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C O N F I D E N T I A L SECTION 2 OF 2 OSLO 0490

FOR EUR - DICK VINE

6. EVEN IF THE SOVIETS CAN BE MADE TO AGREE TO A REGULATORY REGIME, EVESSEN CANNOT AVOID BEING DRAWN INTO A DISCUSSION OF WHERE THAT REGIME SHOULD APPLY. (EVENSEN CANNOT JUST DROP THE TALKS AT THIS POINT -- BY STRESSING PUBLICLY THE IMPORTANCE TO NORWEGIAN FISHERMEN OF A STOCK PROTECTION REGIME HE HAS NAILED HIS COLORS TO THE MAST). HE WILL THEREFORE, WE BELIEVE, NECESSARILY BE DRAWN INTO TALKS ABOUT DELIMITING THE FPZ.

7. WE ARE CONCERNED ABOUT WHAT EVENSEN'S TALKS IN MOSCOW MAY MEAN FOR U.S. INTERESTS. OUR CONCLUSIONS ARE AS FOLLOWS:

A) EVENSEN CAME OUT OF THE RECENT CABINET RE-SHUFFLE WITH NO NEW MANDATE EXCEPT FOR HIS LOS RESPONSIBILITIES -- NOT A FULL-TIME JOB-- AND HAS OTHERWISE ONLY THE FPZ TO OCCUPY HIM; HE SAYS PUBLICLY THAT A PROTECTION REGIME BY THE END OF MARCH IS IMPERATIVE, YET AT THE SAME TIME NOTES TO US THAT HE BELIEVES IN PATIENCE IN DEALING
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WITH THE RUSSIANS AND THAT HE ANTICIPATES QUOTE FOUR OR FIVE MORE ROUNDS UNQUOTE OF TALKS AFTER THE MARCH MEETING WHILE STRESSING THE IMPORTANCE OF QUOTE KEEPING TALKING UNQUOTE; HE PLANS TO MAKE AS MUCH OF THE FPZ TALKS AS HE CAN AND IS WELL AHEAD OF THE MFA IN CARVING OUT OPERATING SPACE WITHIN THE GON;
B) EVENSEN IS DYNAMIC, CLEVER AND AMBITIOUS; BUT IN OUR OPINION NOT FIRM ENOUGH IN HIS DEALINGS WITH THE SOVIETS; TO GET THE GREY ZONE AGREEMENT WHICH WAS IMPORTANT TO HIM PERSONNALLY WE BELIVE HE CONCEDED IMPORTANT NORWEGIAN INTERESTS;
C) GON OFFICIALS BELIEVE THAT THE SOVIETS MAY SEE THE GREY ZONE AS A MODEL DELIMITATION ISSUES IN THE BARENTS SEA AND DO NOT DOUBT THE RUSSIANS WILL USE BREEDING GROUND PROTECTION

TO DRAW NORWAY INTO
ADDITIONAL OR EXPANDED GREY ZONE SOLUTIONS IN THE EASTERN
SECTION OF THE FPZ; THAT OF COURSE WOULD CONSTITUTE A
BILATERILIZATION OF
PRECISELY THE TYPE U.S. POLICY IN THE SVALBARD AREA SEEKS
TO AVOID; D) THUS, AS EVENSEN CANNOT EASILY BREAK OFF THE TALKS, HE WILL

PERFORCE DISCUSS BOUNDARY MATTERS -- AND ONCE THE TALKS GO BEYOND
FISHERIES AND RESOURCE MANAGEMENT, U.S. INTERESTS -- LEGAL,
POLITICAL AND STRATEGIC -- BECOME DIRECTLY CONCERNED.

8. GIVEN THE FOREGOING ANALYSIS, OUR FEBRUARY 17 TALKS IN EFFECT
BECOME A SPECIAL SESSION OF THE SERIES OF SVALBARD CONVERSTATIONS
THAT WE HAVE HAD WITH THE GON. TO UNDERSCORE THE
COMPREHENSIVENESS OF OUR INTERESTS AND MAKE CLEAR THAT WE CONSIDER
THE GON TO HAVE RESPONSIBILITIES TO US THAT MUST NOT BE OVERLOOKED,
WE BELIEVE
AT OUR MEETING WITH EVENSEN U.S. POLITICAL, STRATEGIC AND LEGAL
INTERESTS IN THE BARENTS SEA BOUNDARIES AND NORTHERN FLANK POLITI-
CAL DEVELOPMENTS SHOULD BE REVIEWED IN DETAIL. EVENSEN SHOULD BE
LEFT IN NO DOUBT THAT THE USG (AND OUR ALLIES) EXPECT THE GON TO
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TAKE THESE INTERESTS INTO ACCOUNT IN ONGOING DISCUSSIONS ON THE FPZ
WITH THE SOVIETS.

9. EVESSEN HAS SUGGESTED THAT THESE DISCUSSIONS MIGHT BE HANDLED
TO SOME EXTENT THROUGH HIS LOS CONTACTS. WE DO NOT AGREE AND
BELIEVE WE SHOULD GUARD AGAINST A REPEAT OF EVENSEN'S INFORMAL
DISCUSSIONS WITH MEMBERS OF OUR LOS DELEGATION LAST SUMMER
WHICH EVENSEN SUBSEQUENTLY USED TO SHOW THAT THE U.S. JCS HAD NO
OBJECTION TO THE GREY ZONE ACCORD (SEE 77 OSLO 3329).

10. EVENSEN'S TEAM WILL INCLUDE, IN ADDITION TO HIMSELF, ONLY
FINN FOSTERVOLL, A MID-LEVEL OFFICER IN HIS PERSONAL STAFF, AND
MEMBERS FROM NORWAY'S EMBASSY IN WASHINGTON. WE ARE UNHAPPY THAT NO
MFA OFFICIALS FAMILIAR WITH OUR ONGOING SVALBARD TALKS WILL BE
PRESENT, BUT BELIEVE THAT THE U.S. SIDE FOR THESE TALKS SHOULD
INCLUDE REPRESENTATIVES FROM APPROPRIATE STATE AND DOD
OFFICES.
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